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ABSTRACT

libraries' share of general revenue sharing funds. Statistical tables showing federal Commission on Libraries and Information Science. The status of federal categorical and non-categorical aid to libraries is described, along with formulation methods for federal library policies and the present government climate for library planning. The evolution of federal categorical aid programs since 1956 is recapitulated, and the results are analyzed for school library materials (Elementary and Secondary Education Act Title II), public library services (Library Services and Construction Act Title I), public library construction (LSCA Title II), academic library construction (Higher Education Facilities Act), and college library materials (Higher Education Act Title IIA). There is also a preliminary report for fiscal year 1973-74 on libarries' share of general revenue sharing funds. Statistical tables showing federal budget figures for the various categorical aid programs are appended. (LS)

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NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE
NATIONAL PROGRAM FOR LIBRARIES
AND INFORMATION SERVICES

RELATED PAPER
SEVENTEEN

THE FUTURE OF FEDERAL CATEGORICAL LIBRARY PROGRAMS

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Discusses the evaluation of current Federal categorical aid programs from 1956--1974. Includes an analysis and assessment of categorical library programs and preliminary information of general revenue sharing for public libraries.

MARCH, 1975

The views expressed are those of the author and do not necessarily reflect the position or policy of the NCLIS. Though related to the Commission's National Program, papers in this series are not an integral part of the National Program Document.

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I. INTRODUCTION

This paper is one of a series of papers commissioned by the National Commission on Libraries and Information Science as "Related Papers" to accompany the National Program for Library and Information Services which the Commission proposes to issue in final form in May 1975. A second draft of the National Program was circulated by the Commission in September 1974.[1]

THE CATEGORICAL LIBRARY PROGRAMS

The subject of this paper is the future of Federal categorical library programs. In Federal legislation relating to education and libraries, the term "categorical programs" refers to Federal grant-in-aid programs in which the Congress (1) sets certain national objectives and (2) rather strictly specifies and limits the grantees - such as state and local education and library agencies and educational institutions - with respect to the purposes for which Federal funds may be used. Categorical programs are frequently contrasted with general or "block grants" programs which permit the recipients of Federal funds a much greater degree of discretion with respect to the purposes for which Federal funds may be expended.

Most of the Federal appropriations for library purposes at the present time and over the last decade have been for categorical programs, and practically all of these programs have been administered by the U.S. Office of Education. They include the various titles of the Library Services and Construction Act for public libraries, Title II of the Elementary and Secondary Education Act for school library materials, Title IIA of the Higher Education Act for college library materials, and Title IIB for library research and demonstration. The total appropriated for these programs by the Congress for the year ending June 30, 1975 was $154 million. The Administration toward the end of January 1975 presented a recommendation, but failed to secure its approval by the Congress, that $46 million of

this total be rescinded. In the Administration budget for these same programs for the fiscal year 1976, $100 million was recommended.

All of these categorical library programs come up for renewal of their basic authorization legislation in the next three years. The present termination dates of authorizations for appropriations are:

June 30, 1975 for the college library materials program and the library training, research, and demonstration programs.

September 30, 1976 for the Library Services and Construction Act;

September 30, 1978 for the school library program now consolidated with other programs under the heading of Libraries and Learning Resources.

The Ford Administration indicated in its fiscal 1976 budget and accompanying legislative programs that it wishes to phase out the Library Services Act with a small 10 million appropriation in 1976 and substitute for it a much smaller program under a so-called "library partnership act" with an initial appropriation of $20 million; to terminate the college library materials and the library training and research program; and to continue the school library materials program as one component in a general support program for elementary and secondary schools.

Because of a limitation of space in all of the papers commissioned by NCLIS, this analysis will concentrate on the categorical library programs administered by the U.S. Office of Education which have been listed above. The only other major categorical Federal library program is the complex of programs authorized by the Medical Library Assistance Act which is administered by the National Library of Medicine. These medical library programs will be touched on only briefly, but they have been extensively treated in a recent issue of Library Trends.[2]

NONCATEGORICAL FEDERAL LIBRARY PROGRAMS

There are other major Federal expenditures for libraries which are not

categorical grant-in-aid programs. These will not be treated in detail, but they are important to an understanding of the total involvement of the Federal Government in the support of library services and the library system of the United States. Some of the most important are:

(1) Several activities of the Library of Congress which serve all libraries, including organization of the collections (cataloging and related activities), the national program for acquisitions and cataloging; distribution of catalog cards, MARC tapes, and related materials; collection and distribution of foreign library materials; and the program for the blind and physically handicapped. (See Appendix Table I for these expenditures.)

(2) Somewhat similar services provided in their subject matter fields by the two other "national libraries," the National Library of Medicine, and the National Agricultural Library.

(3) The provision of Government publications to depository libraries by the Government Printing Office/Superintendent of Documents.

(4) The permanent subsidy or preferential rate given to libraries for interlibrary loans in the so-called library materials postal rate; and the temporary or transient subsidies for a term of years which reduce the library materials rate; the special fourth class rate for books and other educational materials, and the second class rate for newspapers and periodicals.

(5) The expenditures for library statistical surveys and studies by the National Center for Education Statistics.

(6) The expenditures for the program of the National Commission.

(7) The general revenue-sharing program allocating funds to state and local governments which can be spent for various listed purposes, including public library operation and capital outlay.

Ideally this paper should provide in summary form the following information about the principal library categorical programs administered by the U.S. Office of Education:

(1) What were the important Federal objectives which Congress wished to achieve in authorizing and appropriating Federal expenditures?

(2) How much money and what period of time did the Congress consider necessary to achieve these objectives?

(3) How much Federal money has been spent on each program and what is the proportion of Federal funds to non-Federal expenditures for these purposes?

(4) What has been the record of these programs in achieving the objectives which the Congress had in mind?

(5) How much remains to be done to achieve the original objective for each of these programs? Will this require an indefinite extension of categorical programs or an extension for a more limited period of years?

(6) Are the Congressional objectives for the programs still valid or do they require major modification, or even the substitution of other objectives?

In practice, hardly any of these questions can be answered, even those parts of them which relate to strictly factual or statistical data. It is possible to provide some indication of how much Federal money has gone into these programs, modifying them, extending them, and appropriating funds for them. It is possible to reach some tentative qualitative judgments as to what the programs have accomplished. It is not possible to make a definite quantitative statement as to the total amount of non-Federal funds which have been spent for library operations and services for public,

school, and academic libraries and to compare these amounts with the Federal appropriations.[3]

THE FORMULATION OF FEDERAL POLICY ON LIBRARIES

The evolution of a national library policy in the United States and its crystallization in Federal legislation and Federal appropriations is part of the general political process, which take place within the framework of our particular governmental institutions and practices. Library programs are no exception to this general rule. This is not a static process but consists of a continual series of setting approximate goals consistent with the real and conceived economic, social, and political problems of the nation and of the world at a particular time. The key institutions are the Congress, which can initiate and finally must legislate and appropriate; the Administration, which can recommend - and whose recommendations carry great weight - supply data, and can also exercise the veto; and the members of economic and professional interest groups which can recommend and supply data, both on a national basis and in terms of the district of the Congressman or the state of the Senator. On occasion for major issues, the press and other media of communication may also play an important role. Substantive legislation may originate in any of these three institutions, and in the case of library legislation over the past decade has done so.[4]

THE PRESENT SETTING FOR LIBRARY PLANNING

The general setting in which the Congress must consider the extension and revision of the categorical library programs as the present authorizations expire in 1975, 1976, and 1978, and make yearly appropriations of funds, has been rapidly changing over the past few years; and the pace and severity of change seem to be accelerating. Even in the six months since this paper was commissioned in August 1974, there have been developments

great and small which mold the institutional and substantive framework in which recommendations for library programs will need to be formulated for presentation to the Congress and the Administration. The significant developments of the last six months, listed in chronological order rather than order of importance, are:

(1) The formal resolution of the National Commission on Libraries and Information Science released on November 7, 1974, recommending to the Congress and the Administration "a two-year renewal and extension by the Congress and the President of categorical aid for libraries until such time as the proposed new National Program is implemented." At the same time, the Commission announced a timetable for its work, including the publication of the National Program in May 1975 and preparing draft legislation for that portion of the National Program requiring new legislative action in May 1976.

(2) Final passage by the Congress and a signature by the President on December 31, 1974, of the Act (Public Law 93-568) calling for a White House Conference on Library and Information Services not later than 1978, preceded by conferences in each state, with staff, technical, and some financial support supplied by the National Commission using Federal funds authorized to be appropriated for these purposes.

(3) The rapid turndown in the economy in the fourth quarter of 1974, which was recognizable by January 1975 as a major recession, accompanied by a continuation of a high level of inflation; and the emergence of Administration and other proposals to begin to deal with the long-run problem of adjusting to a basic restructuring of an economy which for decades had been based on

abundant and cheap energy.

(4) The release of President Ford's first budget and accompanying legislative recommendations on February 3, 1975, which (a) placed great emphasis on Federal tax reductions and other measures as an immediate stimulus to the economy which would result in a Federal budget deficit of $52 billion in the fiscal year ending June 30, 1976; (b) holding the line on Federal program appropriations in general; and (c) in the library field, a continuation of the policy of the previous Administration to cut back the categorical library programs, beginning with immediate recommendation for cancellation of one-third of the funds already appropriated for fiscal 1975.

In view of these developments and the outlook for the next two or three years, the recommendation of the National Commission that the appropriation authorization for the Federal categorical library programs be extended for two years and the amount of Federal appropriations be kept at about the present level, seems eminently sound and practical. The state conferences preceding the White House Conference and the White House Conference itself will provide the opportunity for a thorough review at the state and national levels of the requirements for library and information services in the years immediately ahead, in an economy which may be much changed, and the formulation of recommendations for future Federal and state legislation and the sources and amounts of financial support. It is fortunate that these state conferences will have available to them recent and comprehensive statistical data on the status of libraries in the United States. This new data will be provided by the first round of a new program of Library General Information Surveys (LIBGIS) administered by the National Center for Education Statistics of the Department of H.E.W.

Surveys are under way for public libraries and libraries or media centers in public schools, reporting data as of the fall of 1974, and for academic libraries as of the fall of 1975.

What then can this paper contribute to this already scheduled program for a review of the current Federal categorical library programs which will undoubtedly take place in the conferences to be held in each state followed by the White House Conference?

First, make a contribution to an understanding of how in practice Federal library policy - legislation and appropriations- is formulated in a very brief review of what has taken place over the last ten years with respect to Federal categorical library programs. This review is written from the point of view of an economist and a political scientist, as well as a practitioner in influencing legislation who witnessed at first hand and participated in many of the events chronicled. The subject deserves much more extensive treatment than it has as yet received. It lends itself in part to an oral history project to take advantage of the memories of key participants while those memories and personal papers are available.

Second, it can provide in summary form some of the basic statistical data for the past ten years on the size and fluctuations of Federal appropriations for the principal categorical programs.

Third, it can indicate in a general way some of the problems which need to be considered and the type of information which should be made available for a productive reassessment of library services in the United States in the state conferences and the White House Conference.

It should be noted that this paper does not stand alone, and several of the other papers commissioned by the National Commission in this series are relevant to the future of the categorical programs. A few specific examples will be cited. Some of these papers deal with the overall prob-

lems of specific types of libraries, such as public libraries, school libraries/media centers, college libraries, and university libraries. Other papers of special pertinence deal with the appropriate sources of funds for a national library network, administrative arrangements for conducting various types of national library activities, and the need for library statistics.

II. THE EVOLUTION OF THE CATEGORICAL PROGRAMS

Looking back over the past two decades, it is possible to divide the evolution of Federal library policy, programs, and appropriations into four periods: 1956-63, 1964-68, 1969-74, and 1975. The twenty years is divided into blocks corresponding to the Administrations of one or more of the Presidents, because the attitude of the Administration was perhaps the most decisive influence. However, these periods also tended to correspond roughly with changes in the state of the economy and the mood of the country and of the Congress. The constant factor throughout was the organized and persistent efforts of the library profession to secure Federal support to improve and extend the library services available to the public and to students in schools and higher education institutions.

THE 1956-63 PERIOD - THE EISENHOWER AND KENNEDY ADMINISTRATIONS

During this period, which comprised the eight years of the Eisenhower Administration through 1960 and the three years of the Kennedy Administration - 1961, 1962, and most of 1963 - the White House and the Administration were not much concerned with libraries; and the Congress for the most part was still unable to agree on the broad issue of Federal aid to education (of which library programs have in practice formed a part) because of the problems of race relations and aid to church-related educational institutions. The first Library Services Act enacted in 1956, which authorized a maximum of $7.5 million annually in Federal appropriations to stimulate improved library service in rural areas was the direct result of several years of

legislative activity by the library profession. The Eisenhower Administration opposed the bill, but the President signed it. Annual appropriations under the Act began at $2 million, increased during the Eisenhower Administration, and reached the authorization ceiling of $7.5 million beginning in the fiscal year 1961 under President Kennedy (See Appendix Table C).

In the last year of the Kennedy Administration, the Congress enacted, with the support of the President, the Higher Education Facilities Act of 1963, which authorized grants and loans at favorable interest rates for construction of facilities by institutions of higher education, which was to result, among other things, in the use of several hundred million dollars of Federal funds for the construction and expansion of college and university library buildings.

The general economic setting during the period consisted of a steadily rising standard of living, relatively stable prices, a favorable balance of international payments, and no great pressure on the Federal budget. Rapid population growth gave rise to efforts to secure Federal funds to expand the educational facilities needed for increased enrollments. These same general economic conditions extended for the most part into the following period of 1964-68.

THE 1964-68 PERIOD - THE JOHNSON ADMINISTRATION

In these five years, the weight of the Administration was thrown behind new education and library legislation on the personal initiative of President Johnson. In the three years 1964-66, several major new Federal library programs were enacted:

(1) Expansion of the Library Services Act. The old rural public library program first enacted in 1956 was extended and expanded in the Library Services and Construction Act of 1964, which removed the restriction on the appropriations to public library

services in rural areas; increased the authorization ceiling by several fold; and added an important new Title II authorizing Federal grants to the states in aid of construction of public libraries with an ascending annual appropriation authorization beginning at $20 million. In 1966 the Library Services and Construction Act was further expanded with the addition of Title III, providing Federal grants administered by the Office of Education for interlibrary cooperation and Title IV authorizing Federal grants for library services in state institutions and library services to the physically handicapped (subsequently incorporated into Title I).

(2) The Elementary and Secondary Education Act of 1965. In this Act, which provided Federal aid to elementary and secondary education in a variety of ways, one of the most important programs was Title II, providing for Federal grants to the states for the acquisition of library materials and textbooks in elementary and secondary schools, with an ascending authorization of appropriations beginning at $100 million. This title, building on an earlier Federal court decision which held that the provision of textbooks by a state to students in parochial schools was permissible under the First Amendment, also provided that some part of the Federal appropriations could be used for loans of library materials and textbooks to church-related schools. Thus Title II was an important element in making politically feasible the entire program of Federal aid for elementary and secondary schools by securing the support of religious organizations operating such schools.

(3) The Higher Education Act of 1965. This Act included three separate library programs in its Title II. Part A authorized Federal grants to institutions of higher education for the acquisition of library materials with an ascending annual appropriation authorization beginning at $50 million. Part B authorized Federal grants administered by the Office of Education for training and research in librarianship, with an ascending annual appropriation authorization beginning at $15 million. Part C provided for an expanded program of acquisition and cataloging of materials, including foreign materials, by the Library of Congress for the benefit of the entire library system of the United States, with an ascending annual authorization beginning with $5 million. The program under Part C was some years later taken out of the Office of Education budget and placed in the budget, and appropriation act, of the Library of Congress itself.

(4) The Medical Library Assistance Act of 1965. This Act authorized a whole range of programs to be administered by the National Library of Medicine as part of its extra-mural program. The goals of the Act as expressed by the Congress were to aid health science libraries to improve their services and resources and to promote a national system of regional health science libraries to equalize access to health science information for health professionals. It authorized construction of new facilities, training of medical librarians, research and development in health science librarianship, and improvement and expansion of library resources. Funds appropriated in the first five years 1965-70 totaled $40.8 million: 29% for library resources, 28% for instruction, 15% for research and development and communications, 12% to regional medical libraries, and 11% to education

and training. Funds appropriated under the Medical Library Assistance Act were in addition to the very large programs of the National Library of Medicine in making available bibliographic information and photocopies of articles in the medical literature to health professionals throughout the country.[5]

On the appropriations side, the total Federal funds for the continuing programs, not including the expenditures for academic library construction (which totaled well over $300 million in the fiscal years 1964-72) and the Library of Congress acquisitions program, rose from $7.5 million in the fiscal year 1964, all of which was for the original library services act program for public libraries in rural areas, to $131 million in the fiscal year ending June 30, 1969, the last full fiscal year in the Johnson Administration. However, even in the last year of the Johnson Administration, the squeeze on the Federal budget under the pressure of multiplying Vietnam War expenditures began to have its effect on Administration recommendations for education and library programs. For example, the fiscal year 1969 budget recommendation for the school library program under Title II of the Elementary and Secondary Education Act of 1965, which had been $100 to $105 million in the three previous fiscal years, was reduced to $46 million, and the Congress increased the appropriation only to $50 million.

THE 1969-74 PERIOD - THE NIXON ADMINISTRATION

This was on the whole still a period of rising real prosperity, but the signs of economic trouble began appearing one by one, starting with an accelerating rate of inflation, which had already begun in 1968, and a shift to negative balances of international payments and very large Federal budget deficits beginning in 1971.

In the spring of 1969, the name of the game for Federal library programs became "appropriations and survival." Before leaving office on January 20,

1969, President Johnson had submitted to the Congress his budget recommendations for the fiscal year ending June 30, 1970. His recommendations for the education and library programs administered by the Office of Education totaled $3.6 billion, about the same amount as the Congress had appropriated for the fiscal year 1969. Recommendations for the major Federal library programs were also about the same, except for the school library materials program which was recommended for a further cutback to $42 million from the $50 million appropriated by the Congress for the previous year.

President Nixon presented his recommendations for the revision of the Johnson budget for the fiscal year 1970 in mid-April. A reduction in appropriations of $370 million or 10 percent below the Johnson recommendations was proposed for the Office of Education; but for library programs, a reduction of 66 percent to $88 million. The recommended appropriations for the school library materials program and the public library construction program were both zeros. The recommended appropriations for public library services and for college library materials were at half the level of the Johnson budget. Other major Federal programs were also recommended for drastic reduction or actual termination.

The appropriations history for education and library programs for the next five years, the entire duration of the Nixon Administration, is largely the history of the Committee for Full Funding of Education Programs. This Committee, which originally called itself the Emergency Committee for Full Funding of Education Programs, was a coalition of national education, library, and related associations and was brought into existence as a direct result of the proposed reduction in education and library programs in the revised budget of the new Administration.

The formation of the Full Funding Committee was announced on May 16, 1969, almost exactly a month after the release of the Administration's

revised budget. Stanley MacFarland of the legislative staff of the National Education Association was elected chairman of the Committee; Charles Lee, retired former staff member of the Senate Subcommittee on Education, was appointed Executive Director; and Arthur Fleming, formerly Secretary of HEW in the Eisenhower Administration, was named as spokesman for the Committee in Congressional appropriations hearings. The published statement of principle of the Committee reads in part as follows:

> "The Emergency Committee for Full Funding of Education Programs is a non-partisan, broadly based, informal coalition of individuals, educational institutions, associations, and other concerned organizations working to achieve adequate Federal financial support for all levels of our Nation's educational structure.
>
> "Those who comprise it share the conviction that the education budget estimates of this and previous administrations, as well as the appropriations made by the Congress, have been inadequate; that they are now inadequate as proposed for F.Y. 1970; and that they ought to be and must be increased to the authorized levels contained in the various enabling Acts.
>
> "Financial support of education should be among the highest of our Nation's priorities; for education is a necessity and not a nicety, and the strength of our Nation, whether measured by the Gross National Product or the General Enlightenment, rest upon our adherence to this proposition. It will be the objective of the Emergency Committee to establish and maintain this priority, in the public interest."

Prior to the formation of the Full Funding Committee, the national education and library associations, practically all of which had their headquarters in Washington or at least maintained a Washington office, had cooperated from time to time in varying combinations on specific legislative matters of common interest, both with respect to substantive legislation and appropriations. There had never been a united front on appropriations, however, and it was with trepidation that the representatives of the coalition took up their work in the spring of 1969. Space does not permit even a brief account of the largely successful efforts of the Full Funding Committee for the six Federal fiscal years 1970-75; and in any event, the story has been largely told elsewhere.[6] A brief summary is in order, however.

In the first year, fiscal 1970, the result of the efforts of the Committee was an addition of $663 million or 15 percent to the Office of Education appropriations, bringing the level to $200 million above the previous fiscal year. For the library programs, the result was even more impressive. The two programs scheduled for extinction - the public library construction program and the school library materials program - were continued in existence with only a slight reduction in the level of appropriations as compared with the previous fiscal year. Of the Administration's proposed cuts of $88 million in library programs, some $60 million, or two-thirds, was restored by the Congress. In subsequent years, the appropriations battle ebbed and flowed, but by and large, the Congress appropriated more funds than the Administration recommended and refused to eliminate programs recommended for extinction in the Administration's budgets.

In the latter part of the Nixon Administration, in addition to the liberal use of vetos of education appropriations, the technique of executive withholding - failure to spend Federal library appropriations voted by the Congress - was used on a large scale until abandoned in mid-1974 because of a large number of adverse decisions in Federal District Courts brought by

state governments.

The struggle to keep categorical library programs alive was confined to the programs contained in the appropriations bills for the Department of H.E.W. which were administered by the U.S. Office of Education. The medical library programs, in another part of the same appropriations bills, were never subject to the same kind of recommended cuts in the President's budget, perhaps because they were regarded not as library programs but as part of a multi-billion dollar complex of programs relating to medical services and medical research. Starting from an appropriation of $4.2 million in the fiscal year 1966 for the National Library of Medicine and the Medical Library Assistance Act combined, the Administration budgets during the period generally recommended ascending amounts in subsequent years; by the fiscal year 1975, the budget recommendation for these two programs combined was slightly under $27 million and the Congress appropriated somewhat over $28 million. The Library of Congress programs serving the entire library community of the United States were also not subject to recommended reductions or elimination in the Presidential budgets. Since the Library is in the legislative branch of the Government, the Office of Management and Budget - the arm of the President for budget matters - has no jurisdiction over the size of its budget. As shown in Appendix Table I there was a steady increase in appropriations for these programs in the Library of Congress, with the total amount increasing by over 100 percent between the fiscal years 1967 and 1974.

What was the net result of the struggle over appropriations for six fiscal years during the Nixon Administration? There are at least two ways to show the result in numerical terms. One method is to total the amounts in each year in which the Congressional appropriation exceeded the President's budget for each of the principal library programs. Another method is to total the amounts appropriated by the Congress beginning with the first year in

which the Administration recommended no appropriation for each library program. This second method is probably more realistic, because when a Federal program is eliminated for one year by failure to supply funds, the program is likely to be beyond resuscitation. The tabulation which follows shows the total under both of these methods for the principal Federal categorical library programs.

Table 1

Cumulative Totals of Certain Library Programs Above Budgets (Fiscal Years Ending June 30)
millions of dollars

Selected Programs	1970 Budget	First Zero Budget Year	1975 Appropriation	1970-1975 Appropriations Above Yearly Budgets	1970-1975 Appropriations in Excess of First Zero Budgets*
Title II ESEA School Library Resources	0	1970	$95.2	$247.9	$497.9
Title I LSCA Public Library Services	$17.5	1974	$49.2	$124.6	$ 44.2
Title II LSCA Public Library Construction	0	1970	0	$ 24.4	$ 24.4
Title III LSCA Interlibrary Cooperation	$ 2.3	1974	2.6	$ 5.4	$ 5.2
Title II-A HEA College Library Materials	$12.5	1974	$10.0	$ 34.9	$ 20.0
Title II-B HEA Training and Research	$ 6.0	1974	3.0	$ 8.1	$ 7.2
TOTAL OF LISTED PROGRAMS	-	-	-	$445.3	$598.9

*Total of yearly appropriations for each program following the first zero budget recommendation.

Before leaving the subject of appropriations for the categorical library programs during the 1969-74 period, note needs to be taken of the waste and inefficiency which undoubtedly resulted year after year from the uncertainty about the level and timing of the Federal appropriations. The Federal appropriations were always late in the sense that they did not become available until well after the beginning of the Federal fiscal year on July 1, sometimes by several months. For example, for the fiscal year ending June 30, 1973, after two sustained vetos of the regular Department of Health, Education, and Welfare appropriations bill, there was no regular appropriation bill at all, but only a "continuing resolution" enacted by the Congress late in February 1973, only four months from the end of the fiscal year. Part of the delay in passing the appropriation bill was the result of the tendency of the Congress to fall behind in passing all appropriations. There have been a number of reasons for this in recent years, including delay in enacting continuation bills authorizing appropriations. But much of the delay resulted from the struggle between the Administration and the Congress over the level of spending and the very continuation of Federal programs which the Administration wished to terminate. It is not possible to measure the inefficiencies which undoubtedly resulted in trying to plan for and carry out ongoing library programs in state agencies, local schools, and school districts, in public libraries and educational institutions in the face of the grave uncertainties about the availability and timing of Federal funds, but they most certainly were very great during this period.

During the 1969-74 period, the Administration concentrated its efforts in changing Federal policy with respect to the categorical library programs on the appropriation process rather than by means of trying to change the basic substantive legislation which authorized appropriations. This is not to say

that the Administration did not try to modify the various basic authorizing laws when they came up for renewal, because it did; but this was a secondary battleground and never led to the vetoing of the revised and expanded authorizing bills, even though they did not conform to the wishes of the Administration. The lack of vetos on the substantive legislation may have been because these revised authorizing bills were usually of an omnibus nature and contained the authorization for funding programs which the Administration wished to continue at some level of financing as well as those which it wished to terminate. Failure to use the veto weapon on authorizing bills may also have stemmed from confidence that the changes in policy which the Administration wished to make could be accomplished more easily and more quickly through the appropriations process, including low or zero budget recommendations, vetos or threats of vetos on appropriations bills, delay in releasing appropriated funds, or actual refusal to spend appropriated funds.

The following were the main developments in the 1969-74 period with respect to the substantive legislation affecting the categorical library programs.

(1) Extension of the Library Services and Construction Act in 1970. In Public Law 91-600, signed by the President on December 31, 1970, the Library Services and Construction Act was extended for another five years through June 30, 1976. The Administration had proposed complete consolidation of all provisions of the expiring Act and the American Library Association had suggested, and the Congress had largely accepted, a bill keeping the previous individual programs separate.

(2) Extension of the Elementary and Secondary Education Act. In Public Law 91-230, signed by the President on April 14, 1970, the provisions of the Elementary and Secondary Education Act were

extended to June 30, 1973. By virtue of another general provision of law, the "Tydings Amendment," still another year of appropriations through June 30, 1974, was subsequently authorized. Public Law 91-230 effected some consolidation of elementary and secondary programs, but the consolidation did not include, as requested by the Administration, the school library program (Title II of ESEA) and the equipment and materials program (Title III of the National Defense Education Act). The consolidation of four programs was pressed by the Administration on the grounds that it would give local school systems desirable discretion in meeting their local needs; but it was opposed by education and library organizations because it would have permitted state education agencies and local school systems to use funds appropriated for the consolidated program for any one of the purposes of the previously separate programs and might well in some cases have resulted in the elimination of some of these programs.

(3) Extension of various expiring programs in the Education Amendments of 1974. On August 21, 1974, the President signed the Education Amendments of 1974 (Public Law 93-380) which among other things:

(a) Established by law an Office of Libraries and Learning Resources in the U.S. Office of Education to administer "all programs in the Office of Education related to assistance for, and encouragement of, libraries and information centers and education technology." This provision was inserted by the Congress and was not supported by the Administration.

(b) By law, changed the name of the National Center for Educational Statistics to the National Center for Education Statistics; removed this organization unit from the Office of Education and placed it

in the office of the Assistant Secretary of Health, Education, and Welfare for Education; designated the head of the Center as Administrator; and established an advisory council to the Center consisting of four heads of Federal statistical and education agencies as ex officio members and seven public members to be appointed by the Secretary of HEW, presumably representing for the most part users of education and library statistics. These changes were made by the Congress without the support of the Administration in an effort to improve and speed up the collection, compilation, and publication of education and library statistics.

(c) Enacted a phased-in consolidation of several elementary and secondary programs and the authorization of appropriations for these consolidated programs through June 30, 1978. As originally proposed by the Administration, this consolidation would have lumped the school library program and several other secondary and elementary education programs together, including guidance and counseling and school lunches, into a general category of "support services" with large discretion in state and local agencies for spending funds appropriated on one or more of the several earlier programs within the categories, and to some extent for other purposes as well. As the legislation finally emerged, however, the consolidation affecting libraries was limited to the school library materials program (Title II of ESEA), the guidance and counseling program (part of Title III of ESEA), and the materials and equipment program (Title III of NDEA). Several conditions were placed on the implementation of the consolidation. For the fiscal year 1975, there would be no consolidation; for fiscal year 1976, there would be a 50 percent consolidation; and

complete consolidation would occur in fiscal 1977. In any given year the consolidation may not take place unless appropriations for the consolidated programs are enacted a year in advance, and the total appropriations for the consolidated programs in any given year must be no less than the fiscal year 1974 level or the level of the preceding fiscal year, whichever is higher. If any of these conditions are not met in a particular year, the original separate programs come back into operation. All four of these qualifications were met in the first year, and the 50 percent stage of consolidation will take place in fiscal 1976.

(4) The State and Local Fiscal Assistance Act of 1972 (General Revenue Sharing). Under this Act, Public Law 92-512, which developed out of an Administration recommendation, a five-year program was inaugurated for allocating (without the necessity of annual appropriations) an increasing amount of Federal monies on a formula basis, part of which was to go to the state governments and part of which was to be paid to all local government units. These sums could be spent in a wide variety of enumerated purposes at the discretion of the state and local governments, among which were capital and operating expenditures for public libraries. The eligibility of public libraries for general revenue-sharing funds was subsequently used by the Administration as a principal justification for elimination of appropriations under the Library Services and Construction Act.

(5) The National Commission on Libraries and Information Science Act of 1970. On July 20, 1970, the President signed this Act (Public Law 91-345) creating a permanent National Commission on Libraries and Information Science as an independent agency in the Executive Branch. The creation of such a permanent statutory commission

was the principal recommendation of the National Advisory Commission on Libraries which was created by Executive Order of then President Johnson in September 1966 and which presented its report on October 15, 1968. In Section 2 of the Act, the Congress stated its policy to guide the work of the Commission in carrying out its responsibility for developing or recommending overall plans for library and information services in the United States, as follows:

> "The Congress hereby affirms that library and information services adequate to meet the needs of the people of the United States are essential to achieve national goals and to utilize most effectively the Nation's educational resources and that the Federal Government will cooperate with State and local governments and public and private agencies in assuring optimum provision of such services."

(6) The Library Partnership Bill. In 1974, the Administration proposed a "Library Partnership Act" as a replacement for Title I of the Library Services and Construction Act, the state grant-in-aid program for public library services. No action was taken in the Congress on this proposal except for the introduction of the Administration bill by Senator Javits of New York on August 22, 1974 (S.3944). The proposal had been mentioned on January 24 in the President's education message to the Congress, but it was not until June 12 that the actual draft bill was submitted to the Congress with a letter from the Secretary of HEW. The purpose of the new program was set forth in section 2 of the draft bill as follows:

> "to provide a program of discretionary demonstration

grants and contracts designed to encourage and support innovation in libraries and information services and promote the development and demonstration of networks for the sharing of resources and provision of services within communities and among jurisdictions, with special emphasis on improvements which benefit handicapped, institutionalized, or economically disadvantaged groups."

In a statement made in introducing the Administration draft. Senator Javits expressed his opposition to the bill as a replacement for Title I of the Library Services and Construction Act, "a demonstrabl successful State-based program for improved library development, benefitting many millions of Americans." The Senator went on to say that since the Senate in 1975 would need to consider renewal of the authorization for Title IIB of the Higher Education Act which already had provided authority for research and demonstration programs as well as a training program, the Library Partnership proposal could be considered in that context.

THE PERIOD AUGUST 1974 TO DATE - THE FORD ADMINISTRATION

Although President Ford assumed office in August of 1974, his policy with respect to the categorical library programs did not emerge clearly until early in 1975. As has already been mentioned, the new Administration proposed in general to carry out the policy of the previous Administration. The first clear indication of this was a proposal in late January that the Congress approve the "rescission" (impoundment) of $45.7 million in categorical library program appropriations for the then current 1975 fiscal year, made up as follows:

Title I LSCA, Public Library Service	$24,156,000	A 50% cut
Title III LSCA, Interlibrary Cooperation	$ 2,594,000	A 100% cut
Title II-A HEA, Academic Library Materials	$ 9,975,000	A 100% cut
Title II-B HEA, Training, Demonstration & Res	$ 3,000,000	A 100% cut
Title II ESEA, School Library Materials	$ 5,000,000	A 6% cut

Under a recent enactment, these proposed rescissions required the approval of the Congress by a specified date, which the Controller General in this case ruled was March 1, 1975. Since Congressional approval was not given, these proposed rescissions did not go into effect.

The same general policy on the categorical programs was also evident in the President's budget for 1976. The recommended appropriations for the categorical library programs along with the amounts appropriated for the previous fiscal year are shown in the following table in millions:

Program	1975 Appropriation	1976 Budget
LSCA I	$49.2	$10.0
LSCA III	$ 2.6	-0-
Library Partnership Act (proposed)	-0-	$20.0
HEA II-A	$10.0	-0-
Title II-B	$ 3.0	-0-
ESEA II	$95.2	$45.1*

*Amount already appropriated in advance funding, specifically for Title II ESEA. An additional equal amount was part of the advance funding for the new consolidated program of ESEA Title IV-B, Libraries and Learning Resources which the states could spend in whole or in part or not at all, at their discretion for Title II purposes.

III. MEASUREMENT AND ASSESSMENT OF RESULTS

When the writer of this paper agreed to the assignment, he was aware of the difficulties which would be encountered in trying to develop the quanti-

tative data required to analyze and assess the categorical library programs. He was familiar with the experience of the National Advisory Commission on Libraries, 1966-68, which had lead the Commission to the following conclusion:

> "There were those who expected the National Advisory Commission on Libraries to develop specific dollar-and-cents recommendations for private and public support of library and informational services in the years ahead. Such an expectation was unrealistic, for it turned out to be impossible even to identify with any accuracy the costs of current services. This is due largely to the inadequacy of library statistics - their lack of comparability and questionable bases. Improvement in this situation and the encouragement of sophisticated research are very much part of the job ahead."[7]

Nevertheless, the writer judged that it would be possible some ten years later to piece together from various government and private sources statistical estimates good enough to be of substantial value. After spending scores of man hours on the effort, this judgment proved to be erroneous. The basic general statistics were still inadequate - in some cases because of delay in publishing and in other cases because the data had not even been collected.

Thus, the general comments on the five largest categorical programs which follow will in general contain hard data only for the Federal expenditures. Good data for total expenditures by function and type of library are not available, but some estimated orders of magnitude can be provided in a few cases. Some cautious qualitative judgments derived from the available evidence will also be expressed. For several of the smaller programs, only data on the Federal appropriations are provided in appendix tables.

SCHOOL LIBRARY MATERIALS - TITLE II OF ESEA

The largest of the Federal categorical programs has been Title II of

the ESEA - grants to the states for the acquisition of school library materials and textbooks for public elementary and secondary schools and loans of these materials to nonpublic schools. Appropriations for the fiscal year 1975 were $95.2 million and the total amount for the ten years ending in 1975 was $849 million (see Appendix Table A). Comparable data for state and local expenditures and private school expenditures for library materials in public and private elementary schools or for total expenditures for school libraries are not available. (Data on national expenditures for elementary and secondary textbooks exist, but the amounts spent for textbooks from ESEA II appropriations has been of little significance.) The last comprehensive survey of libraries in public elementary and secondary schools provides data for the school year 1960-61. As already mentioned, a new NCES survey covering the school year 1973-74 is now in progress.

In 1960-61 in school systems enrolling 150 students or more, total operating expenditures for centralized school libraries was $210 million, of which $72 million was for library materials, binding, and supplies. In that year, 30 percent of the students enrolled in public elementary and secondary schools attended schools that did not have centralized school libraries. Two years later, another less comprehensive sample survey provided the following data on libraries in public elementary and secondary school systems with enrollments of 150 or more:

55.6 percent of the elementary schools (with 42.2 percent of the enrollment) had no centralized school libraries.

10.4 percent of the combined elementary and secondary schools (with 7.5 percent of the enrollment) had no centralized school libraries.

2.6 percent of the secondary schools (with 2.3 percent of the enrollment) had no centralized school libraries.

25.7 percent of the students in systems enrolling 150 or more - or 9.5 million students - were in schools with no centralized school libraries.[8]

These two school library surveys were among the materials provided to the Congressional committees by the Administration in support of its draft legislation which became Title II of ESEA in 1965. It is clear from the legislative history that in enacting the school library materials program and sustaining it through appropriations over the years in the face of repeated Executive Branch recommendations for its termination, the Congress had set a goal of ensuring school libraries of reasonable quality in all elementary and secondary schools.

Without question, great progress has been made toward that goal. There is undoubtedly a smaller proportion of schools which are lacking school libraries, and the quality of school libraries in general has been raised. Although Title II funds could only be used for library materials, the program encouraged the provision of trained librarians in newly established school libraries, and the upgrading of the quality of personnel in all school libraries. In the early years of the program, the school systems used Federal funds largely for the purchase of books and other printed materials, but over the years an increasingly larger proportion of the Federal funds were used for the acquisition of audiovisual materials. The school libraries themselves came to be called media centers in many cases.

Although substantial progress has been made toward the goals set by the Congress - good school libraries or media centers in all schools - the measurement in quantitative terms of that progress, as well as the distance which still remains to be traversed to reach the goal, is not now possible. Such a judgment should become feasible on a national basis - and also in about half the states - when the results of the current NCES school libraries/media centers survey for the school year 1973-74 become available, perhaps in preliminary form early in 1976. There is also a new set of professional standards for school libraries which contain recommended quantitative minimum standards which

can be compared with the facts shown in the new school libraries/media centers survey.[9]

PUBLIC LIBRARY SERVICES - TITLE I LSCA

This is the next largest of the categorical library programs, with fiscal year 1975 appropriations of $49.2 million, and cumulative appropriations since 1957 of $472 million and since 1966 of $367 million. This is a state plan program, under which the states may spend the Federal appropriations allocated to them on a statutory formula based on population and economic conditions, according to plans which they draw up and submit to the U.S. Office of Education. In recent years, not only an annual state plan but a five year plan has been required. (See Appendix Table C for appropriations history.)

There are somewhat later general statistics on expenditures for public libraries than exist for school libraries. The latest NCES national survey of public libraries serving populations of 25,000 or more provides data for library fiscal years which ended in 1968. A similar survey for library fiscal years ending in 1971 is still in the process of being tabulated. The 1968 survey showed that for the 93 percent of the public libraries which furnished information, total expenditures were $440 million, of which $67 million was for capital expenditures.

Somewhat later special tabulations prepared from the U.S. Census Bureau report (supplemented with unpublished data collected for that report), Governmental Finances in 1971-72, show that for that year expenditures for public libraries in the United States totaled $814.2 million broken down as follows:[10]

Source of Funds	Expenditures ($ millions)	Percent of Total
Federal	$ 60.2	7.4%
State	$ 95.3	11.7%
Local	$658.7	80.9%
Total	$814.2	100.0%

The percentage of library revenue derived from local government sources remained practically constant from the 80 percent shown in the 1968 NCES survey to the 81 percent in the 1971-72 period on the table above.

The objectives of the Congress in establishing the Title I program and appropriating funds for it over the years was to insure that public library services of good quality were provided in the entire United States. This objective later became generalized for all types of libraries in the statement of policy set forth in Section 2 of the National Commission on Libraries and Information Science Act of 1970 which has already been quoted.

Public library services have unquestionably been greatly extended and improved, using the funds appropriated under Title I. Since public libraries have traditionally been created and financed primarily by local governments, the quality and even the very existence of public library service has varied greatly, not only between states but within states as well. The Library Services and Construction Act was designed to deal directly with this problem by requiring state plans for coordinated programs designed to meet the needs of all the citizens of each state. The state library agencies have been greatly expanded as a result of the Act, and called into existence where they did not exist before. Systems of libraries have been created to provide better service through cooperative action. Interlibrary loan networks have been established on a state basis. State statutues have come into existence, establishing goals and standards for public library services and authorizing state appropriations. The kind of planned development of public library services on a state basis under LSCA Title I is in sharp contrast with the operation of the Federal program for general revenue sharing, which for public libraries tends to perpetuate the older pattern of local financing, autonomy, and isolation.

The state conferences which will precede the scheduled White House Conference on Libraries and Information Services will provide a vehicle for determining the presen

status of public library services in each of the states, after more than ten years of operation of LSCA Title I since the program was broadened in 1964 beyond its original strictly rural focus. The state conferences will have before them the annual and the five year plans of the state library agencies. More recent and comprehensive public library statistical data from the NCES survey now under way will be available, and in many states similar data will be in hand from coordinated state surveys providing the same information. An unparalleled opportunity exists in these state conferences for assessing the progress made over the past decade or more, and reaching judgments as to what needs to be done at all levels of government in the years immediately ahead. Even now it is clear that the future will be much different from the 1946-74 period with respect to the rate of population growth; the cost, availability, and use of energy and raw materials; modes of transportation; and division of economic activity as between the production of goods and the provision of services.

PUBLIC LIBRARY CONSTRUCTION - LSCA TITLE II

Total Federal appropriations for grants to the states for public library construction, allocated on a statutory formula related to population and economic resources, over the nine year period 1965-73 have totaled $167 million. For fiscal 1973, the Federal appropriation was $15 million and no further appropriations have since been made (see Appendix Table D). Statistical data on public library construction for public library facilities is not collected by the NCES; but since 1968 a survey privately conducted by Hoyt Galvin and Barbara Asbury has been published annually in the Library Journal and in later years republished in the Bowker Annual. Comparative data for the years 1963 through 1973 show a steady falling off of the number of new buildings constructed and the number of major additions and remodelings, as the amount of Federal appropriations under Title II of LSCA declined from the $40 million of 1967 and $27 million of 1968 to a level in most years of about $9 million and the cessation of the program after 1973.[11]

Under the conditions of sharply declining economic activity and rising unemployment in late 1974 and the early months of 1975, which have been particularly severe in the construction industry, both the Congress and the Administration have recently been giving special attention to the possibility of pumping more Federal funds into existing authorized Federal programs related to construction. It may be that this concern will result in a revival of Federal appropriations for public library construction under Title II, although the President's budget recommendations of February 3 provided no funding for this program in the fiscal year 1976.

At this time, no one can anticipate the severity or the duration of the current economic recession or depression. Nor can one predict with any accuracy the extent of, and nature of, the basic structural changes in the economy which will be forced in an era of limited and high-cost energy and raw materials. It may well be, however, that the construction of buildings used in providing public services, such as public libraries, will deserve and receive new emphasis. It would be desirable in preparation for the state library conferences and the White House Conference on Library and Information Services for work to begin now to survey both on a national and state basis the needs for public library construction in the years immediately ahead.

ACADEMIC LIBRARY CONSTRUCTION

The major Federal financial contribution to academic libraries in recent years has undoubtedly been in aiding library construction. The Higher Education Facilities Act authorized outright grants, loans, and interest subsidies for the construction of academic facilities beginning in the fiscal year 1965. The early years of this program were the peak years, and starting in 1968, the program rapidly declined. Beginning in fiscal 1971, the Administration budget recommended no grant funds, and after fiscal 1972, the Congress no longer appropriated any grant funds. Then in fiscal 1975,

the Congress did not even appropriate any loan funds.

Professor Jerrold Orne of the University of North Carolina Library School and Professor Edward B. Stanford of the University of Minnesota Library School have analyzed the impact of appropriations under the Higher Education Facilities Act on the construction of academic libraries. In an article in the December 1, 1971, issue of Library Journal, Professor Orne listed some 445 academic library construction projects in the five years 1967-71 which cost over $900 million. In the following year, the completion of 35 additional buildings raised the total expenditure for U.S. academic library facilities to over one billion dollars. By way of contrast, Professor Orne's latest survey on academic library construction shows only 29 library projects completed in 1973 and total expenditures for academic library construction in that year of $83 million.[12]

Professor Edward B. Stanford in an article in the January 15, 1974 issue of Library Journal attempted to determine how much of the Federal appropriations under the Higher Education Facilities Act went into academic libraries.[13] The data available was not such as to make the effort entirely successful, but Professor Stanford's research did indicate that library projects formed a very substantial part of the total program in the fiscal years 1965-72. Some of the statistics prepared by the U.S. Office of Education's Division of Academic Facilities showed total expenditures of over $2.6 billion in some 6,542 projects.

A cumulative printout of operations under this program through fiscal 1972 identifying by a code number the projects involving library facilities indicated that out of the 6,542 projects aided by Federal funds, 1,019 involved libraries, of which 605 were for separate library buildings and 414 were for structures containing facilities for other institutional functions as well as library space. For the grant program for graduate facilites, which totaled $240 million for the five fiscal years 1965-69 (after which the program was

terminated) more detailed information is available. In this part of the total program, there were in the period 1965-69 54 library grants totaling $52 million, more than 20 percent of the graduate facilities grants of $240 million. The total cost of the 54 academic libraries receiving this aid was $263 million.

The possibility of revived interest in library construction because of the economic situation, which was discussed in the previous section dealing with construction of public libraries, is also applicable to academic libraries. Because of the falling off of the rate of increase in higher education enrollments and the difficult financial situations faced by institutions of higher education, there may well not be as much demand for expanded higher education facilities, including libraries, as there was during the 1960's. However, enrollments are still growing in existing and newly established junior and community colleges, and the libraries of these institutions probably need improvement more than those in any other segment of higher education. Appropriations are still authorized by the Higher Education Facilities Act, and thus the program could be revived without the necessity of enacting new substantive legislation. The annual Orne survey of academic library construction provides useful information, as does a similar annual survey of two year college learning resources centers construction conducted by Joleen Bock,[14] but these surveys do not provide any information on the need and prospective demand for academic library facilities. There would seem to be an immediate need for surveys of current requirements for both academic and public library buildings. These surveys would include in the short run information to guide the Congress in making appropriations for public works and construction activities, and in the longer run constitute one of the basic compilations of data to be placed before the state library conferences and the White House Conference.

COLLEGE LIBRARY MATERIALS - TITLE II-A OF THE HEA

As compared with the large amounts of Federal money provided for academic library construction, the appropriations for the college library materials program under Title II-A of the Higher Education Act have been modest. In the ten years of the program from 1966 through 1975, a total of $138 million was appropriated, including $9,975,000 in the fiscal year 1975. (See Appendix Table G). Over the ten year period, these appropriations amounted to a little over 6 percent of estimated total expenditures of academic libraries for materials. After 1971, the annual appropriations were never large enough to do much more than to provide a flat grant of $5,000 or less to each academic library, making inoperative for all practical purposes other provisions of the Title for grants based on special needs and requirements. These sums, although welcome and helpful, especially to small and new academic libraries, were dwarfed by the rising costs of library materials and operating expenses.

The availability of general statistics on academic libraries, although far from ideal, is markedly better than for public and school libraries. Academic library surveys have been conducted on a regular schedule by the National Center for Education Statistics - annually for the period 1966 through 1969 and biennially for 1971 and 1973. Unfortunately, however, aggregate data and analyses (as distinguished from data for individual institutions) has not been published for the 1971 and 1973 surveys. Theodore Samore, who at one time was responsible for academic library statistics in the Office of Education, has published in the Bowker Annual[15] an annual series on academic libraries utilizing the official survey data through 1969 and his own estimates by a process of projection for the years 1970-74. Total operating expenditures (specifically excluding capital outlays) in the series grew from $320 million in 1964-65 to an estimated $909 million. Per student, however, the increase was only 82 percent in depreciated dollars. If the inflationary factor is

is removed, there may well have been little or no growth in per student expenditures in this period. Expenditures for library materials are estimated at $306 million in 1973-74.

The Samore estimates for the years 1970 through 1974 may be high because they are based on projections of rates of increase in previous years. There is no other source of data which can be used as a check against these estimates for the years from 1970 on. The Bowker Co. does collect information on academic library budgets in connection with its publication of the American Library Directory, but the latest figures available from that source relate to 1971. In that year, the Bowker figure of total academic library expenditures was $723 million as compared with Samore'e estimate of $796 million.

There is now scheduled an NCES national survey of libraries in all institutions of higher education as of the fall of 1975, which will provide annual data for the academic year 1974-75. There will also become available in mid-1975 a revision of the standards for libraries of four year colleges developed by the Association of College and Research Libraries. The availability of the factual data from the scheduled NCES survey and the new four year college library standards, which to a large extent are expressed in quantitative terms,will provide a basis for assessing the future requirements for four year college libraries in the state conferences and the White House Conference. The NCES survey will provide the same statistical data for two year institutions and for universities, but for these two latter categories, there will not be available current library standards, since the development of such standards is at an early stage.

PRELIMINARY DATA - GENERAL REVENUE SHARING FOR PUBLIC LIBRARIES

On February 26, 1975, the Office of Revenue Sharing of the Treasury Department released a report on the actual use of revenue sharing funds in the fiscal year ending June 30, 1974.[16] This was the first report that contained

even partially usable data with respect to revenue sharing funds for public library operating and capital expenditures. In earlier revenue sharing statistics, public libraries were not clearly enough identified as a separate item to provide usable data. This report shows that of total revenue sharing expenditures of $6,717 million in fiscal 1974, only $83.2 million was for public libraries, about one percent of the total. Public libraries ranked at the bottom of the scale of 16 categories of expenditures, along with four other categories accounting for one percent or less of the total expenditures, the other lowest ranking categories being social development, housing and community development, economic development, and corrections. The published data show expenditures for public libraries broken down as between state and various classes of local governments, and also as among four broad regions of the country. It is clear from the data that state governments have spent a negligible amount of their revenue sharing money on libraries (less than one-quarter of one percent) but that local governments are spending a fair amount in total, both for capital improvements and operating expenditures, as shown in the following table:

Expenditures for Public Libraries
from General Revenue Sharing Funds

Fiscal Year Ending June 30, 1974
(millions of dollars)

	Capital Expenditures	Operating Expenditures	Total Expenditures
State Governments	$ 5.7	$ 0.6	$ 6.3
Local Governments	30.5	45.5	76.0
Total State and Local	$36.2	$46.1	$82.3

It is obvious with figures of this magnitude on a national basis that there must be many cases in which state governments made no expenditures whatsoever for public library purposes, and the variation among states with respect to local government expenditures is probably very high. All

of the information collected from 34,538 units of state and local governments on the Actual Use Report Form has been recorded on magnetic tape in the Internal Revenue Service Data Center in Memphis, Tennessee. It should be possible to have special tabulations run from this data base, which would provide the information needed for library planning purposes, such as individual reports for each state giving such detail as the number of local governments using revenue sharing funds for library capital and operating purposes and the proportion of the population of the state served by such libraries.

IV. REFERENCES

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12. "Academic Library Building in 1973" by Jerrold Orne, Bowker Annual 1974

13. Library Journal, January 15, 1974, "Federal Aid for Academic Library Construction - A Retrospective Review of the Higher Education Facilities Act of 1963" by Edward B. Stanford

14. "Two-Year College Learning Resources Center Building" by Joleen Bock, Bowker Annual, 1974

15. "College and University Library Statistics" by Theodore Samore, Bowker Annual, 1975.

V

APPENDIX TABLES

TABLE A

TITLE II, ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965 (ESEA II)
School Library Resources, Textbooks and Other Instructional Materials

PL 89-10	4/11/65	Elementary and Secondary Education Act of 1965
PL 89-750	11/3/66	ESEA Amendments of 1966
PL 90-247	1/2/68	ESEA Amendments of 1967
PL 91-230	4/13/70	ESEA extension
PL 93-380	8/21/74	Education Amendments of 1974 (new ESEA title IV-B "Libraries and Learning Resources" authorizes phased-in consolidation of ESEA II, NDEA III and guidance/testing from ESEA III beginning 50 percent in FY 1976, 100 percent in FY 1977 providing approps. are not cut below specified level and forward funded. ESEA II authorized through FY 1978 for any year in which conditions for consolidation are not met.

FY	Authorization	Budget Recommendation	Appropriation	Allocation	Cumulative Totals, FY 1966- Authorization	Cumulative Totals, FY 1966- Appropriation 1/
1966	$100,000,000	$100,000,000	$100,000,000		$ 100,000,000	$ 100,000,000
1967	125,000,000	105,000,000	105,000,000	$102,000,000	225,000,000	202,000,000
1968	150,000,000	105,000,000	104,457,000	99,234,000	375,000,000	301,234,000
1969	162,500,000	46,000,000	50,000,000		537,500,000	351,234,000
1970	200,000,000	-0- 2/	42,500,000		737,500,000	393,734,000
1971	200,000,000	-0- 3/	80,000,000		937,500,000	473,734,000
1972	210,000,000	80,000,000	90,000,000		1,147,500,000	563,734,000
1973	220,000,000	90,000,000	100,000,000		1,367,500,000	663,734,000
1974	220,000,000	-0-	95,000,000	90,250,000	1,587,500,000	753,984,000
1975	220,000,000	-0- 4/	95,250,000		1,807,500,000	849,234,000
1976	220,000,000	45,125,000	45,125,000 5/			
1977	220,000,000	-0- 6/				
1978	220,000,000					

1/Reflects allocation when full appropriation not released.
2/By contrast, the Johnson FY 1970 budget recommended $42,000,000 for ESEA II.
3/FY 1971 budget proposed consolidation of ESEA II & III, NDEA III-A & V-A, with $116,393,000 block grant. Revised 3/23/70, the FY 1971 budget recommended $80,000,000 for ESEA II.
4/Consolidated education grants recommended by Administration, including $158,175,000 for "support services": ($90) ESEA II, ($28.5) NDEA III, & ($39,425,000) ESEA V.
5/Reflects first step in consolidation (ESEA IV-B), with half of appropriation for ESEA II, and other half for ESEA IV-B Libraries and Learning Resources. Total FY 1976 approp. for ESEA IV-B: $68,665,000
6/FY 1976 budget recommends forward funding for FY 1977: $137,330,000 for ESEA IV-B (zero for ESEA II).

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TABLE B

LIBRARY SERVICES ACT (LSA)

LIBRARY SERVICES AND CONSTRUCTION ACT (LSCA) - ALL TITLES

PL 84-597	6/19/56	LSA
PL 86-679	8/31/60	LSA extension
PL 87-688	9/25/62	LSA amendments (American Samoa)
PL 88-269	2/11/64	LSCA - 2 titles
PL 89-511	7/19/66	LSCA - 4 titles
PL 90-154	11/24/67	LSCA - technical amendments
PL 91-600	12/30/70	LSCA - 3 titles (title IV consolidated with title I)
PL 93-29	5/3/73	Older Americans Act Amendments, added new title IV to LSCA, authorizing such sums as necessary (Older Readers Services Act)

PL	FY	Authorization	Budget Recommendation	Appropriation	Allocation	Cumulative Totals FY 1957- Authorization	Cumulative Totals FY 1957- Appropriation 2/
84-597	1957	$ 7,500,000	$ -0-	$ 2,050,000	$	$ 7,500,000	$ 2,050,000
	1958	7,500,000	3,000,000	5,000,000		15,000,000	7,050,000
	1959	7,500,000	3,000,000	6,000,000		22,500,000	13,050.000
86-679	1960	7,500,000	6,650,000	7,431,000		30,000,000	20,481,000
	1961	7,500,000	7,300,000	7,500,000		37,500,000	27,981,000
	1962	7,500,000	7,500,000	7,500,000		45,000,000	35,481,000
	1963	7,500,000	7,500,000	7,500,000		52,500,000	42,981,000
88-269	1964	45,000,000	7,500,000	7,500,000		97,500,000	50,481,000
	1965	55,000,000	55,000,000	55,000,000		152,500,000	105,481,000
	1966	55,000,000	55,000,000	55,000,000		207,500,000	160,481,000
89-511	1967	88,000,000	56,000,000	76,000,000		295,500,000	236,481,000
	1968	114,000,000	68,000,000	68,000,000	58,709,000	409,500,000	295,190,000
	1969	140,000,000	49,894,000	49,894,000		549,500,000	345,084,000
	1970	166,000,000	23,209,000 *	49,894,000	43,266,250	715,500,000	388,350,250
	1971	192,000,000	22,949,000 1/	47,801,500		907,500,000	436,151,750
91-600	1972	207,000,000	18,000,000	58,709,000		1,114,500,000	494,860,750
	1973	217,350,000	32,730,000	84,500,000		1,331,850,000	579,360,750
	1974	228,000,000	-0-	49,209,000	46,749,000	1,559,850,000	626,109,750
	1975	239,475,000	25,000,000	51,749,000		1,799,325,000	677,858,750
	1976	252,350,000	10,000,000			2,051,675,000	

* By contrast, the Johnson FY 1970 budget request was $49,894,000.

1/Budget recommendation revised 3/23/70: $35,459,000 (LSCA I $29,750,000; II 0; III $2,281,000; and IV $3,428,000.) Figure above reflects earlier budget.

2/Reflects allocation when full appropriation not released.

American Library Association
Washington Office Feb. 1975

TABLE C

LIBRARY SERVICES ACT (LSA)

TITLE I - LIBRARY SERVICES AND CONSTRUCTION ACT (LSCA)

Public Library Services

	FY	Authorization	Budget Recommendation	Appropriation	Allocation	Cumulative Totals FY 1957- Authorization	Cumulative Totals FY 1957- Appropriation 2/
LSA	1957	$ 7,500,000	$ -0-	$ 2,050,000	$	$ 7,500,000	$ 2,050,000
	1958	7,500,000	3,000,000	5,000,000		15,000,000	7,050,000
	1959	7,500,000	3,000,000	6,000,000		22,500,000	13,050,000
	1960	7,500,000	6,650,000	7,431,000		30,000,000	20,481,000
	1961	7,500,000	7,300,000	7,500,000		37,500,000	27,981,000
	1962	7,500,000	7,500,000	7,500,000		45,000,000	35,481,000
	1963	7,500,000	7,500,000	7,500,000		52,500,000	42,981,000
LSCA	1964	25,000,000	7,500,000	7,500,000		77,500,000	50,481,000
	1965	25,000,000	25,000,000	25,000,000		102,500,000	75,481,000
	1966	25,000,000	25,000,000	25,000,000		127,500,000	100,481,000
	1967	35,000,000	25,000,000	35,000,000		162,500,000	135,481,000
	1968	45,000,000	35,000,000	35,000,000		207,500,000	170,481,000
	1969	55,000,000	35,000,000	35,000,000		262,500,000	205,481,000
	1970	65,000,000	17,500,000	35,000,000	29,750,000	327,500,000	235,231,000
	1971	75,000,000	17,340,000 1/	35,000,000		402,500,000	270,231,000
	1972	112,000,000	15,719,000	46,568,500		514,500,000	316,799,500
	1973	117,600,000	30,000,000	62,000,000		632,100,000	378,799,500
	1974	123,500,000	-0-	46,479,000	44,155,500	755,600,000	422,955,000
	1975	129,675,000	25,000,000	49,155,000		885,275,000	472,110,000
	1976	137,150,000	10,000,000			1,022,425,000	

1/Budget recommendation revised 3/23/70: $29,750,000 (LSCA I)

2/Reflects allocation when full appropriation not released.

American Library Association
Washington Office
February 1975

TABLE D

TITLE II - LIBRARY SERVICES AND CONSTRUCTION ACT (LSCA)

Public Library Construction

FY	Authorization	Budget Recommendation	Appropriation	Allocation	Cumulative Totals FY 1964- Authorization	Cumulative Totals FY 1964- Appropriation 2/
1964	$ 20,000,000	$ -0-	$ -0-	$	$ 20,000,000	$ -0-
1965	30,000,000	30,000,000	30,000,000		50,000,000	30,000,000
1966	30,000,000	30,000,000	30,000,000		80,000,000	60,000,000
1967	40,000,000	30,000,000	40,000,000		120,000,000	100,000,000
1968	50,000,000	27,185,000	27,185,000	18,185,000	170,000,000	118,185,000
1969	60,000,000	9,185,000	9,185,000		230,000,000	127,370,000
1970	70,000,000	-0-	9,185,000	7,807,250	300,000,000	135,177,250
1971	80,000,000	-0- 1/	7,092,500		380,000,000	142,269,750
1972	80,000,000	-0-	9,500,000		460,000,000	151,769,750
1973	84,000,000	-0-	15,000,000		544,000,000	166,769,750
1974	88,000,000	-0-	-0-		632,000,000	166,769,750
1975	92,500,000	-0-	-0-		724,500,000	
1976	97,000,000	-0-			821,500,000	

1/Budget recommendation revised 3/23/70; but no change for LSCA II (zero).

2/ Reflects allocation when full appropriation not released.

American Library Assn.
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February 1975

TABLE E

TITLE III - LIBRARY SERVICES AND CONSTRUCTION ACT (LSCA)
Interlibrary Cooperation

FY	Authorization	Budget Recommendation	Appropriation	Allocation	Cumulative Totals FY 1967- Authorization	Cumulative Totals FY 1967- Appropriation 2/
1967	$ 5,000,000	$ 375,000	$ 375,000	$	$ 5,000,000	$ 375,000
1968	7,500,000	2,375,000	2,375,000	2,256,000	12,500,000	2,631,000
1969	10,000,000	2,281,000	2,281,000		22,500,000	4,912,000
1970	12,500,000	2,281,000	2,281,000	2,281,000	35,000,000	7,193,000
1971	15,000,000	2,236,000 1/	2,281,000		50,000,000	9,474,000
1972	15,000,000	2,281,000	2,640,500		65,000,000	12,114,500
1973	15,750,000	2,730,000	7,500,000		80,750,000	19,614,500
1974	16,500,000	-0-	2,730,000	2,593,500	97,250,000	22,208,000
1975	17,300,000	-0-	2,594,000		114,550,000	24,802,000
1976	18,200,000	-0-			132,750,000	

1/Budget recommendation revised 3/23/70: $2,281,000 (LSCA III)
2/ Reflects allocation when full appropriation not released.

American Library Association
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February 1975

American Library Association
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February 1975

TABLE F

TITLE IV - LIBRARY SERVICES AND CONSTRUCTION ACT (LSCA)

Specialized State Library Services
Part A - State Institutional Library Services
Part B - Library Services to the Physically Handicapped
1970 amendments consolidated title IV with title I (PL 91-600)

Title IV-A

FY	Authorization	Budget Recommendation	Appropriation	Allocation	Cumulative Totals FY 1967-1971 Authorization	Cumulative Totals FY 1967-1971 Appropriation 2/
1967	$ 5,000,000	$ 375,000	$ 375,000	$	$ 5,000,000	$ 375,000
1968	7,500,000	2,120,000	2,120,000	2,014,000	12,500,000	2,389,000
1969	10,000,000	2,094,000	2,094,000		22,500,000	4,483,000
1970	12,500,000	2,094,000	2,094,000	2,094,000	35,000,000	6,577,000
1971	15,000,000	2,094,000 1/	2,094,000		50,000,000	8,671,000

Title IV-B

1967	3,000,000	250,000	250,000		3,000,000	250,000
1968	4,000,000	1,320,000	1,320,000	1,254,000	7,000,000	1,504,000
1969	5,000,000	1,334,000	1,334,000		12,000,000	2,838,000
1970	6,000,000	1,334,000	1,334,000	1,334,000	18,000,000	4,172,000
1971	7,000,000	1,334,000 1/	1,334,000		25,000,000	5,506,000

Title IV-A&B

1967	8,000,000	625,000	625,000		8,000,000	625,000
1968	11,500,000	3,440,000	3,440,000	3,268,000	19,500,000	3,893,000
1969	15,000,000	3,428,000	3,428,000		34,500,000	7,321,000
1970	18,500,000	3,428,000	3,428,000	3,428,000	53,000,000	10,749,000
1971	22,000,000	3,428,000 1/	3,428,000		75,000,000	14,177,000

1/First Nixon budget recommended $3,373,000 for LSCA IV-A&B; revised 3/23/70 to $3,428,000 ($2,094,000 for part A, and $1,334,000 for part B). Figures above reflect revised budget.

2/Reflects allocation when full appropriation not released.

TABLE G

TITLE II-A, HIGHER EDUCATION ACT OF 1965 (HEA II-A)

College Library Resources

PL 89-329 11/8/65 Higher Education Act of 1965
PL 90-575 10/16/68 Higher Education Amendments of 1968
PL 92-318 6/23/72 Education Amendments of 1972

FY	Authorization	Budget Recommendation	Appropriation	Allocation	Cumulative Total, FY 1966- Authorization	Cumulative Total, FY 1966- Appropriation 1/
1966	$ 50,000,000	$10,000,000	$ 10,000,000	$	$ 50,000,000	$ 10,000,000
1967	50,000,000	25,000,000	25,000,000		100,000,000	35,000,000
1968	50,000,000	25,000,000	25,000,000		150,000,000	60,000,000
1969	25,000,000	25,000,000	25,000,000		175,000,000	85,000,000
1970	75,000,000	12,500,000	9,900,000		250,000,000	94,900,000
1971	90,000,000	9,900,000	15,325,000	9,900,000	340,000,000	104,800,000
1972	18,000,000	5,000,000	11,000,000		358,000,000	115,800,000
1973	52,500,000	12,500,000 2/	12,500,000		410,500,000	128,300,000
1974	59,500,000	-0-	10,500,000	9,975,000	470,000,000	138,275,000
1975	70,000,000	-0-	9,975,000		540,000,000	148,250,000

1/Reflects allocation when full appropriation not released.

2/Revised budget request of 10/9/72, to conform with formula required in Education Amendments of 1972 (PL 92-318). Earlier budget request was $11,000,000 for HEA II-A.

American Library Association
Washington Office
February 1975

TABLE H

TITLE II-B, HIGHER EDUCATION ACT OF 1965 (HEA II-B)
Library Training and Research
T - Training
R - Research

PL 89-329 11/8/65 Higher Education Act of 1965
PL 90-575 10/16/68 Higher Education Amendments of 1968
PL 92-318 6/23/72 Education Amendments of 1972

FY	Authorization		Budget Recommendation	Appropriation	Allocation	Cumulative Totals, FY 1966- Authorization	Cumulative Totals, FY 1966- Appropriation 1/
1966	$ 15,000,000	T	$ 1,000,000	$ 1,000,000	$	$ 15,000,000	$ 1,000,000
		R	-0-	-0-			
1967	15,000,000	T	7,300,000	3,750,000		30,000,000	8,300,000
		R		3,550,000			
1968	15,000,000	T	8,250,000	8,250,000		45,000,000	20,100,000
		R	3,550,000	3,550,000			
1969	11,800,000	T	8,250,000	8,250,000		56,800,000	31,350,000
		R	3,550,000	3,000,000			
1970	28,000,000	T	4,000,000	4,000,000		84,800,000	37,350,000
		R	2,000,000	2,000,000			
1971	38,000,000	T	3,900,000	3,900,000		122,800,000	43,421,000
		R	2,171,000	2,171,000			
1972	12,000,000	T	2,000,000	2,000,000		134,800,000	48,171,000
		R	3,000,000	2,750,000			
1973	15,000,000	T	3,572,000 2/	3,572,000		157,300,000	53,528,000
	7,500,000	R	1,785,000 2/	1,785,000			
1974	17,000,000	T	-0-	3,000.000	2,850,000	182,800,000	57,803,000
	8,500,000	R	-0-	1,500,000	1,425,000		
1975	20,000,000	T	-0-	2,000,000		212,800,000	60,803,000
	10,000,000	R	-0-	1,000,000			

1/ Reflects allocation when full appropriation not released.

2/ Revised budget request of 10/9/72, to conform with formula required in Education Amendments of 1972 (PL 92-318). Earlier budget request was $3,000,000 for training and $2,000,000 for research.

American Library Association
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February 1975

TABLE I

Library of Congress

Programs Affecting the National Library Community

1967 - 1974

Fiscal Years
(in thousands of dollars)

	1967	1968	1969	1970	1971	1972	1973	1974
Organization of the Collections.....	2,115	2,512	2,658	3,126	2,087	3,338	3,653	4,342
National Program for Acquisitions and Cataloging[1]/	3,000	5,000	5,500	5,811	6,988	7,282	7,667	8,544
Distribution of Catalog Cards[2]/.....	4,647	6,221	7,249	7,973	8,999	9,545	10,188	11,096
Collection and Distribution of Library Materials (Special Foreign Currency Program).....	1,639	1,819	1,975	2,297	2,460	2,624	2,296	2,206
Program for the Blind & Physically Handicapped..	4,555	5,659	6,523	6,985	7,597	8,564	8,874	9,814
TOTAL.....	15,956	21,211	23,905	26,192	28,131	31,353	32,678	36,002

1/ During the period 1967-1971 funds were transferred to the Library of Congress from the Department of Health, Education, and Welfare. After 1971 funds were appropriated directly to the Library.

2/ Receipts from card and publication sales of $7,390,485 were deposited in the miscellaneous notes of the Treasury in 1974.

SOURCE: Special tabulation prepared by the Library of Congress.

Organization of the Collections

Value used represents 50 percent of the funds obligated for this program activity in the appropriation Salaries and Expenses, Library of Congress.

Library materials are cataloged for ready retrieval and are classified for systematic arrangement on the shelves of the collection. Card catalogs are maintained. Issues of serial publications are identified and recorded. Cataloging data is converted to machine-readable form for the use of the Library of Congress and other libraries and cataloging service agencies. Systems of subject headings and classifications are continuously developed for the Library's needs and for the national library community.

National Program for Acquisitions and Cataloging

100 percent of the funds obligated for this program are reported. Under NPAC, the Library of Congress seeks to acquire, catalog, and disseminate cataloging data on a timely basis for all current monographic works of research value in order to meet the needs of American libraries. The objective is to provide necessary catalog copy rapidly to college, university, and other research libraries which now rely primarily upon the Library of Congress for such cataloging.

Distribution of Catalog Cards

100 percent of the funds obligated for this program are reported. From this fund the Library prints catalog cards, cataloging data in machine-readable form, book catalogs, and technical publications. These materials are used by the Library of Congress, and sold to approximately 22,000 active subscribers. Income from sales is returned to the Treasury of the United States.

Collection and Distribution of Library Materials
(Special Foreign Currency Program)

100 percent of the funds obligated for this program are reported. Approximately 88 percent of the funds are excess foreign currencies owned by the United States. The Librarian of Congress may use these foreign currencies to provide information of technical, scientific, cultural, or educational significance to the United States through collection of foreign library materials and the distribution of copies thereof to libraries and research centers in the United States.

Program for the Blind and Physically Handicapped

100 percent of the funds obligated for the program are reported. The Library administers a national program to provide reading material for the blind and physically handicapped of the United States and its outlying areas. Reading materials are distributed through 53 regional libraries and 85 other cooperating libraries which assume responsibility for their custody and circulation. The reproducers are distributed through 59 State agencies and libraries.